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ABSTRACT

The idea of utilizing vouchers in the U.S. educational system has been suggested by a number of scholars. Most discussions regarding vouchers have addressed questions at the elementary and secondary educational levels. In this paper the New York State Tuition Assistance Plan (TAP) is examined as a voucher system for higher education. TAP's impact on educational opportunities for the disadvantaged student is discussed. Conclusions are applied to both elementary/secondary and higher education. The traditional failure to provide educational opportunity for minority and disadvantaged students, and the impact of programs seeking to do so are described. TAP voucherization is examined in the context of other opportunity programs. It is concluded that TAP does aid the minority student financially. It is shown, however, that the expansion of TAP could have negative consequences. It could result in the abolishment of other higher educational opportunity programs which now serve disadvantaged students. This same effect could also occur, it is hypothesized, at the elementary/secondary level. Some specific suggestions are offered for the equal treatment of all individuals under voucher systems. In addition tables and graphs with detailed figures on funding appropriations for opportunity programs in New York State are included. (Author/GC)

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VOUCHERS AND THE DISADVANTAGED STUDENT IN HIGHER EDUCATION: A Policy Analysis of the Tuition Assistance Plan as a Voucher System in New York State

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Although the idea of vouchers in an educational system was first introduced by John Adam Smith, it has only recently been introduced in various localities in the United States. The rationale for a system of education utilizing vouchers has been explained by a number of scholars. Milton Friedman in Capitalism and Freedom stated that vouchers would make public education more efficient and more democratic.[1] Efficiency would result from increased competition from private schools wishing to accept vouchers; a voucher system would also result in greater democracy due to the "matching of programs to parental wishes", also "individual families would have more power to determine how much money was spent on the schooling of their young."[2] Most statements and observations regarding vouchers have only addressed questions at the elementary and secondary level of education. Yet, perhaps, the greatest experimentation with different kinds of vouchers has been occurring in higher education. This will be explained later. The objectives of vouchers at all levels of education are basically similar. They include a concern for a system which promotes efficiency with available resources, democracy in the school curriculum, and a system of coherent fiscal management and accountability in the provision of educational services.

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[1] In a more recent elaboration of this idea Friedman has stated that voucher plans "...would give all parents the opportunity to choose schooling for their children that the more affluent among us now have. It might well lead to more busing than now, but it would be voluntary, not forced. It would promote racial tolerence by leading to the choice of schools on the relevant ground of the interests and aptitudes of the students." See "Voucher Plan in Education: Whose Intolerance?", Newsweek 86:73 (October 6, 1975).

[2] Donald Erickson, "Education Vouchers: Nature and Funding" in Theory Into Practice # 11 (April 1972) pgs. 108-116.

The policy consequences of vouchers may be different, however, at different levels of education (and in different states). Despite the manifest objectives of vouchers, unforeseen latent consequences may result when one examines the impact of vouchers on various types of educational services.[3] This research framework has not been utilized in analyzing the use of vouchers. This paper will proceed to examine vouchers utilizing this particular approach. It will rely on the literature on vouchers and examine the Tuition Assistance Plan in New York State as a voucher system. Specifically, the author will examine the impact T.A.P. can have on opportunities for the disadvantaged student in education in New York. The discussion presented here deals with both levels of education: elementary-secondary and higher education. The paper will examine what has been said generally about the use of vouchers in the former level and apply this to the latter level as it relates to opportunity programs for the disadvantaged student. Although the paper focuses on New York State it offers a model by which to examine voucher strategies in other states. It is a hope of the author that a perspective for research purposes is provided here.

Examining the impact vouchers may have on different types of educational services is especially crucial in a period when the utility of certain education services for the disadvantaged student

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[3] The theoretical foundation for the discussion on manifest objectives and latent consequences is borrowed from Robert K. Merton's Theory of Social Structure. All social policies, in addition to any planned consequences, may also have unforeseen consequences. On Theoretical Sociology (New York: the Free Press, 1967), p. 127.

is being questioned by policy analysts.[4] A discussion which attempts to assess the different impacts of vouchers is significant for policy implications in the area of educational services for the disadvantaged student. A system of vouchers may provide the mechanism by which resources presently committed to bringing the disadvantaged into the mainstream of education are eliminated. And, conceivably, vouchers could take this question out of the political realm (where it should be discussed) and reduce it to a technical issue. One must examine in this context what impact vouchers would have on the various "special academic", "compensatory", or "remedial" opportunities for minorities and the disadvantaged student at some colleges and universities in New York State. Jencks and Areen assure us in their study on vouchers that "compensatory vouchers" could be established to meet the needs of minority students of the elementary-secondary level. The two major bulwarks of protection for the disadvantaged student in elementary-secondary education would be an Educational Voucher Agency which would "make the maximum payment for the poorest child worth double the basic voucher."[5]

But the safeguards offered by these two educators do not guarantee that good programs of a compensatory nature will remain intact under a voucher system. Despite Jenck's enthusiasm for

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[4] "Disadvantaged" for the purposes of this paper refers to minorities and others who are educationally and economically disadvantaged. Different states use different criteria. The New York State Education Department's 1977-1978 guidelines developed by the Higher Education Opportunity Program Office will be used to define "disadvantaged". These guidelines are also used by the other opportunity programs in New York State higher education.

[5] Judith Areen and Christopher Jencks "Education Vouchers: A Proposal for Diversity and Choice" in Educational Vouchers: Concepts and Controversies edited by George La Noue (New York: Teachers College Press, 1972), p. 53

vouchers he does warn educators that "A voucher system which does not include ... effective safeguards would be worse than no voucher system at all. Indeed an unregulated voucher system could be the most serious setback for the education of disadvantaged children in the history of the United States..."[6] This would also be true of the disadvantaged student in higher education. The Superintendent of New Rochelle public schools stated a few years ago that "A voucher system of financing education is intended to increase the power of parents as consumers." He continues, "But intelligent consumerism, whether in choosing a school or buying a car rests on two basis: a well-informed consumer and an opportunity for choice."[7] Unfortunately, due to socio-economic factors the parents of disadvantaged children may not be well-informed of various educational alternatives -- this is also due to a political history which has relegated minorities and the disadvantaged to a role of recipients rather than participants in the industry of education.[8] Simply, neither parents nor students from disadvantaged backgrounds are "well-informed" consumers. A voucher system has no mechanism, but merely a hope, that voucher users will be "informed". This hope is in contradiction with the academic and socio-economic profile of the disadvantaged student.

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[6] Ibid., p. 54

[7] Robert R. Spillane "Fostering Consumerism in Education: New Rochelle Examines the Voucher Plan" in Phi Delta Kappa (Nov. 1973), p. 180

[8] Gideon Sjoberg, Richard A. Brymer, and Buford Farres "Bureaucracy And The Lower Class" in Sociology and Social Research 50 (April 1966), pp. 325-337

And this is why certain opportunity programs whether at the primary or secondary level, or in higher education are important -- these programs have not been biased in overlooking some of the inequalities and inequities of American education. Indeed it is the business of opportunity programs to confront inequality in education. Opportunity programs, or programs geared to securing the disadvantaged student an education may very well be the only agents in schools and at colleges and universities which represent a viable channel of access for this population. The New York State Education Department reported that "The programs serve students from groups traditionally under-represented in higher education and indirectly have become a major vehicle for the racial integration of the State's higher education system. As of 1974, about half of all the ethnic minority students in undergraduate education in the State were in opportunity programs."[9] Vouchers begin with the premise that education is a marketplace where all are consumers. But this premise ignores the fact that a consumer approach may be, in effect, discriminatory. Other than "consumer preference" voucher systems really do not have an adequate mechanism for assisting educators, parents and what Kirst and Berke refer to as "scribblers" in the educational policy-making processes in determining what is or isn't a "good" program. It is conceivable that in the eventual onslaught of voucher systems, programs that have been instituted in the 60's which benefit the disadvantaged student in public or higher educator would be dismantled at a time when many

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[9] "New York State Programs of Post Secondary Opportunity 1973-1974: Comments and Recommendations of the Board of Regents." State Education Department, New York (iv)

of these programs are in a period of organizational "infancy".[10]

Most statements up until now focus on the use of vouchers in elementary-secondary education. But in New York State a voucher plan for higher education has been steadily growing over the past few years. The author suggests that the New York State Tuition Assistance Plan is a voucher plan (as is the federal government's Basic Economic Opportunity Grant program). These programs will be examined in order to begin to ascertain what impact they will or could have on opportunity programs established for minorities and the disadvantaged in higher education in New York State.

Opportunity programs in New York State have had and continue to have important significance in the independent and public sectors of higher education. Programs like the Higher Education Opportunity Program, Search for Elevation, Education and Knowledge, Educational Opportunity Programs and Education Opportunity Centers, have introduced many innovations into higher education in New York State. In addition to introducing traditional schools to minority students these programs have also served as vehicles for a certain amount of minority professional access into higher education. In some schools supportive services including testing, counselling, compensatory courses, career counselling, etc. were non-existent until the opportunity programs were established. These programs have been effective in raising the social awareness of the faculty and the administration vis-a-vis the disadvantaged student. Opportunity programs have sought to recruit certain types of students into

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[10] Opportunity programs in New York State have an average life of 10 years. Most opportunity programs were not instituted on a full scale until 1969.

particular colleges and equip these students with the tools necessary to survive academically. They have not had as an objective changing the overall educational system or other grandiose goals. Bowles and Gentis have criticized these programs by writing that the "proliferation of special programs for the equalization of educational opportunity had precious little impact on the structure of U.S. education, and even less on the structure of income and opportunity in the U.S. economy."[11] But, indeed, the purposes of these opportunity programs are limited. The programs seek to help the disadvantaged student survive academically at the traditional colleges and universities in New York State. In brief summary: opportunity programs in New York State have had a limited but positive impact in the private and public sectors of higher education. These impacts have varied in degree in different situations and schools but generally they are:

1. Provided the college with the opportunity to recruit minority students thus fostering racial integration,

2. On the professional level opportunity programs have introduced affirmative action opportunities and resources to the college by providing a channel (although non-institutionalized) for professional minority recruitment,

3. Opportunity programs have been academically innovative in the college by providing different models of education for the disadvantaged student.

An unregulated voucher system in New York State's system of higher education could threaten the existence of opportunity programs and the developments which these programs have influenced. Without programs like H.E.O.P., S.E.E.K. and E.O.P. the presence of minority

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[11] Samuel Bowles and Herbert Gintis, Schooling In Capitalist America (New York: Basic Books, 1976), p. 48

professionals might be reduced drastically in number.[12] Also, and as important, "innovation - generating" components, which these opportunity programs have been, to a certain degree, would be lost to the college. An unregulated voucher system would not safeguard these particular developments in higher education. But this is not to say that one of the goals of vouchers is to eliminate opportunity programs. The purpose of vouchers as outlined earlier is to give the student some degree to consumer accountability. Vouchers are concerned primarily with establishing a particular fiscal-accountability system. The threat that unregulated vouchers present to opportunity programs can best be explained by referring to Merton's theory of manifest and latent functions as pointed out earlier. Merton wrote that all social structures, whether old or new, have not only manifest functions but also latent consequences.[13] In other words, all structures, all policy directives and action and all organizations borne of policy actions have certain obvious goals which explain the structure's rationale for existence. However this is only half the story. Structures and policies also have certain unforeseen results: latent consequences which are unpredictable but caused by the very manifest function of a structure and/or a particular policy. One may very easily see what the manifest function of

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[12] It should be noted that the minority presence in higher education in New York State - students and professional - is low despite the presence of opportunity programs. But without these programs the levels would be even lower.

[13] This is similar to Presthus' thesis that all organizations have manifest and latent goals. See Robert Presthus, The Organizational Society (New York: Alfred A. Knopf, Inc., 1962)

vouchers are, but what would be the latent consequences of a voucher system in higher education? The diminuation or even demise of programs which have benefited minorities in higher education (or perhaps at any level of education) could be a latent consequence of the existence or expansion of voucher systems. The further "voucherization" of programs like the Tuition Assistance Plan and the Basic Economic Opportunity Grants - as might be suggested by the common application for all forms of financial assistance presently being formulated by H.E.W. - would allow the college to recruit students without reference to any classification - either socio-economic or racial categories. With opportunity programs the college has a guarantee that it will have certain minority and disadvantaged students on its campus. Unlike H.E.O.P., S.E.E.K. or other similar programs in New York State vouchers do not seek to insure the access of particular out-groups in society into certain colleges and systems of higher education. It is conceivable, in other words, that vouchers in higher education could lead to a new period of de-facto segregation and a period where, in effect, colleges would close its doors to minority and disadvantaged groups. This would be especially so in an environment which is increasingly becoming hostile to opportunity programs in higher education. Commissioner Ewald Nyquist of New York State's Education Department recently stated, "Students and faculty members are increasingly conservative on academic matters and less inclined and ambivalent about special efforts to enhance opportunities for members of minority groups, such as markedly lessened support for special policies designed to increase enrollments of students from minority groups

or to add faculty members from minority groups."[13]

The disadvantaged and minority student tend to have less information about colleges and admissions procedures. This particular type of information is important in the proper selection of a college. It is possible as a result of vouchers that minorities would be "clustered" in certain schools or even a certain sector of higher education through a process of academic and socio-economic "natural selection". An important activity of opportunity programs is that they actively recruit certain types of students that might not have ever considered a particular college unless approached in one form or another. The Tuition Assistance Plan, viewed as a voucher, does not have this recruitment element. Though all students would have access to vouchers - as is presently the case with T.A.P. - many minority and disadvantaged potential college students would not partake of the opportunity unless encouraged to do so. This is an important function of opportunity programs like H.E.O.P. and S.E.E.K. in New York State.

Vouchers do not have a system to encourage this in poor communities. Opportunity programs, on the other hand, are supposed to seek certain types of students. This very argument is also made against the introduction of vouchers at the primary school level by economist Eli Ginzberg of Columbia University: "...We do not postulate, as the proponents of the voucher system appear to do, that each

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[14] "Changing Policy Attitudes and Moods At the State and Local Level with Respect to the Improvement in the Education of Minorities", Critical Problems and Issues in the Education of Minorities, College Entrance Examination Board Seminar (Boston, Mass.), April 1977, p. 29

parent will make a decision on his own... On the basis of recent experience which has involved the participation of parents in the education of their children, it is venturesome to postulate that many ghetto parents will have the time, energy, interest, and background necessary to make informed judgments, even if the available information were much better than now appears likely. Yet this is a critical dimension of the voucher plan."[15] In higher education one will also find that the poor and minority students tend to be less informed than others. Presently the gap of information about educational opportunities and educational procedures between the disadvantaged and traditional student is being addressed by the opportunity programs in New York State. This gap, in effect, is ignored under the T.A.P. system where all students are merely equal consumers. The voucher system, as a fiscal system, would have certain bureaucratic limitations. If we accept Anthony Downs' "Law of Non-Free Goods" then we can assume - at least theoretically - that vouchers would present certain "latent" administrative obstacles for students applying for them; this would be to discourage everyone who is eligible from applying and thereby reducing any potential possibilities of overexpenditures.[16] It does not seem difficult to assume that the disadvantaged student would be able to overcome these obstacles to a lesser degree than the traditional student.

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[15] George La Noue, "The Economy of the Voucher System", Education Vouchers: Concepts and Controversies, op. cit., p. 105

[16] Anthony Downs, Inside Bureaucracy (Boston: Little, Brown and Co., 1967). This thesis is also explained in Frances Piven and Richard Cloward, Regulating The Poor (New York: Random House, 1971). In the latter statement the thesis is applied to public economic benefits "available" to the poor.

Although opportunity programs in New York State would also have fiscal limitations, and be subject to Downs' Law of Non-Free Goods, a manifest goal of these programs is to recruit disadvantaged students.

Opportunity programs which are in the business of developing and implementing various supportive services also could lose its organizational foundations in some colleges. This might serve to dilute the quality of supportive services for the disadvantaged student on campus. T.A.P. as a voucher system does aid the minority student financially but cannot help the student in academic areas that may be just as, if not more, important that financial assistance in assuring the educational survival of this type of student. A voucherization of higher education assistance would convert the college in all sectors into a market place. As stated earlier vouchers would substitute legal and academic accountability - which are enjoyed by opportunity programs - for consumer accountability. The problem with this is that in a market place all are consumers, but this does not reflect reality. A college must be able to distinguish the different problems which are brought to campus by different groups of students.

Conclusion

The Tuition Assistance Plan of New York State may be viewed as a voucher system that can swallow, without much difficulty, other assistance programs, including the opportunity programs in New York State. A financially eligible student may receive up to $1,800.00 in aid in 1977-1978 to meet the cost of tuition. (This represents an increase in maximum allocation per student from $1,500.00 in

1976-1977). The Basic Economic Opportunity Grant is also a form of voucher where the student may receive up to half of his or her educational expenses (maximum $1,400.00) for full matriculation at a school of his or her choice. Presently plans are being developed by H.E.W. whereby the T.A.P. application is merged with the B.E.O.G. application.[17] Under these proposed plans a student would fill out one application and it would be used for the determination of a combined T.A.P. and B.E.O.G. award. Presently, neither T.A.P. nor B.E.O.G. have a specific accountability structure to insure that the disadvantaged student in New York would receive the same services that opportunity programs provide. The unregulated expansion of T.A.P. and B.E.O.G. could have the effect of replacing opportunity programs. This means that certain academic services to the disadvantaged student would be eliminated. T.A.P. and B.E.O.G. as vouchers are primarily concerned and biased towards the financial problems of individuals in higher education - but as was mentioned previously there are other types of problems for the disadvantaged in higher education that cannot be approached with vouchers. And while the New York Higher Education Services Corporation which administers T.A.P. did review some programs of study for academic quality, this was done only in instances where fraud or mismanagement of funds was involved.[18] T.A.P. does not have a structure to insure that quality programs for the disadvantaged will not be discarded - It does not have a mechanism whereby input from educators in this

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[17] The Chronicle of Higher Education, October 25, 1977, p. 5

[18] Touro College in New York City was investigated by T.A.P. for improprieties in 1977. See New York Times, February , 1977

area is solicited.[19]

It is conceivable that in an environment hostile to opportunity programs any T.A.P./B.E.O.G. increases could become threatening to the existence of the much smaller opportunity programs in New York State.[20] This scenario can probably be applied to other states as well. In an environment of decreasing resources, legislators may begin to view higher education funds in a T.A.P. - opportunity program balance, that is, a zero-sum perspective could be nourished. A few legislators in Albany, for example, have already questioned the provision of funds for opportunity programs when there are T.A.P. and B.E.O.G. resources available. Other legislators have presented a choice to various educational interest groups: if cuts had to be made in higher education, would the preference be for cuts in T.A.P., Bundy Aid (financial assistance made directly to the private sector college, $65 million 1976-1977) or opportunity program funds? And in a private meeting in 1976 with a group of educators representing opportunity programs a representative of Governor Hugh

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[19] This was pointed out at a New York City legislative hearing in March 1977 on T.A.P. sponsored by the State Senate Committee on Higher Education. State Senator Carl McCall criticized T.A.P. leadership for "dragging its feet" on hiring minority staff at the policy-making level of the New York Higher Education Services Corporation. Senator McCall made the point that high level minority staff might insure T.A.P. against becoming a closed box concerning the needs of the disadvantaged college student.

[20] While T.A.P. has 270 million to allocate on a yearly basis, H.E.O.P., an opportunity program for the private sector has a total budget of 7.6 million. The largest opportunity program in operation, S.E.E.K., has a budget of 21 million. The total cost of opportunity programs in New York State is 26 million dollars for 31,300 students. Note table #1. This table also provides an appropriations history of the higher education opportunity programs. Available opportunities for the disadvantaged college student are quite limited as an expenditure when compared to other educational expenditures beyond the elementary-secondary level.

Table No. 1

Annual Appropriations for Opportunity Programs

in New York State, 1969-1976

	SEEK	C.D.	EOP ST.OPER.	EOP C.C.'s	HEOP	TOTALS
1966-67 Appropriation	1,500,000					1,500,000
# of Students	1,215					1,215
Avg. $/ Student	1,235					1,235
1967-68	2,500,000		500,000			3,000,000
	1,630		249			1,879
	1,534		2,008			1,597
1969-70	5,500,000		1,973,000			7,473,000
	2,872		959			3,831
	1,915		2,057			1,951
1969-70	6,250,000		4,350,000		963,274	11,563,27
	4,109		2,582		1,887	8,57
	1,477		1,685		510	1,34
1970-71	9,000,000		6,702,000		3,999,390	19,701,39
	6,092		4,968		3,520	14,58
	1,477		1,349		1,136	1,35
1971-72	7,000,000	2,000,000	13,020,000		6,825,000	28,845,00
	7,321		6,713		4,883	18,91
	1,229		1,939		1,398	1,52
1972-73	12,500,000	2,000,000	9,368,000	2,500,000	6,850,000	33,218,00
	8,500	2,000	7,360	2,000	5,300	25,16
	1,471	1,000	1,273	1,250	1,292	1,32
1973-74	12,300,000	2,000,000	9,795,000	2,700,000	7,410,000	34,205,00
	9,800	2,000	7,500	2,700	5,300	27,30
	1,255	1,000	1,306	1,000	1,398	1,25
1974-75	13,700,000	1,700,000	9,791,000	2,550,000	7,591,000	35,332,00
	10,700	2,000	7,600	3,000	5,300	28,60
	1,280	850	1,288	850	1,432	1,23
1975-76	13,300,000	1,470,000	9,587,000	1,980,000	7,591,000	33,928,00
	11,400	4,900	7,800	3,300	5,300	32,70
	1,167	300	1,229	600	1,432	1,0
1976-77	10,600,000	758,400	7,410,000	1,055,300	7,591,000	27,414,70
	10,600	4,100	7,800	3,400	5,300	31,2
	1,000	185	950	310	1,432	8
1977-78	10,100,000	725,000	6,942,000	1,071,000	7,966,000	26,429,0
	10,200	4,600	7,800	3,400	5,563	31,3
	990	158	890	315	1,432	8

Carey, when asked to explain a no-growth budget for opportunity programs, responded that at least the administration was in favor of increasing T.A.P. funds. But aside from a political environment that is hostile to opportunity programs, there have been a few scholarly statements which have questioned the validity of opportunity programs at other levels of education. Christopher Jencks argues in Inequality, for example, that differing school resources may matter little in the attainment of cognitive skills in high schools. Conceivably, one could extend this argument to speak against opportunity program efforts in higher education and vouchers could be the basis of this argument. Jencks implies this when speaking of colleges; he writes, "Some students will drop out even though they have done very well in school and attend college despite poor grades, conflict with the school authorities, or both. In general, however, we view persistence in school or college as a measure of how agreeable a student finds life in these institutions..."[21] And others have pointed out that a bias exists against any special programs which have as its goal an integration of out-groups into the educational processes. Bowles and Gintis write: "in the eyes of the dominant schools of contemporary U.S. sociology and economics, the 'performance orientation', and 'organizational rationality' of employers, the impersonality of the labor markets and the 'structural differentiation of the economic

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[21] Inequality: A Reassessment of the Effect of Family and Schooling In America (New York: Basic Books, 1972), p. 157. And recently Dr. Frank E. Armbuster wrote an article for the New York Times Magazine (8/28/ in which he quipped, "the more we spend, the less children learn;" the article did not discuss higher education specifically but a theoretical foundation was laid in which the same arguments might be made concerning opportunity programs in higher education.

subsystem' all conspire to eliminate discrimination based on sex, race, and family background,"[22] and therefore they add, opportunity programs are viewed as unnecessary by some sectors. These biases, along with a hostile political environment, and the institution of unregulated vouchers could be devastating to opportunity programs in higher education and at the elementary-secondary level.

Educators concerned about the future of opportunity programs in New York State must be aware that T.A.P. financial developments have affected the growth rate of opportunity programs. Note tables II-IV.[23] These tables, in different ways, show an increasing gap between allocation for opportunity programs and higher education in general. It seems that higher education funds are being increased at the expense of funds for opportunity programs. This is not to say that presently a definite zero-sum game exist. T.A.P./B.E.O.G. certainly would assist the disadvantaged student in important ways - but under a particular environment T.A.P./B.E.O.G. could be used to threaten opportunity programs which offer important services to the disadvantaged student. There must be a careful analysis of the fiscal relationship between T.A.P. and opportunity programs as the previous tables would suggest. Though the evidence is heuristic, one could show the beginning of an adverse relationship between T.A.P. as a voucher system and opportunity programs in New York State; the former, while increasing in size from 1972 to 1977 did so at a time when

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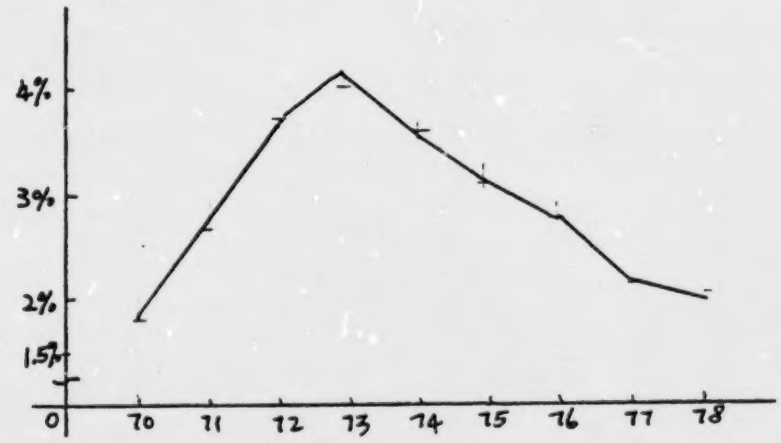
[22] Bowles and Gintis, p.88.

[23] These tables were provided by Stephen Adolphus, Bureau Chief of the Higher Education Opportunity Program in the New York State Education Department at a meeting of the Commissioner's Statewide Committee on Educational Opportunity (June 1977).

II

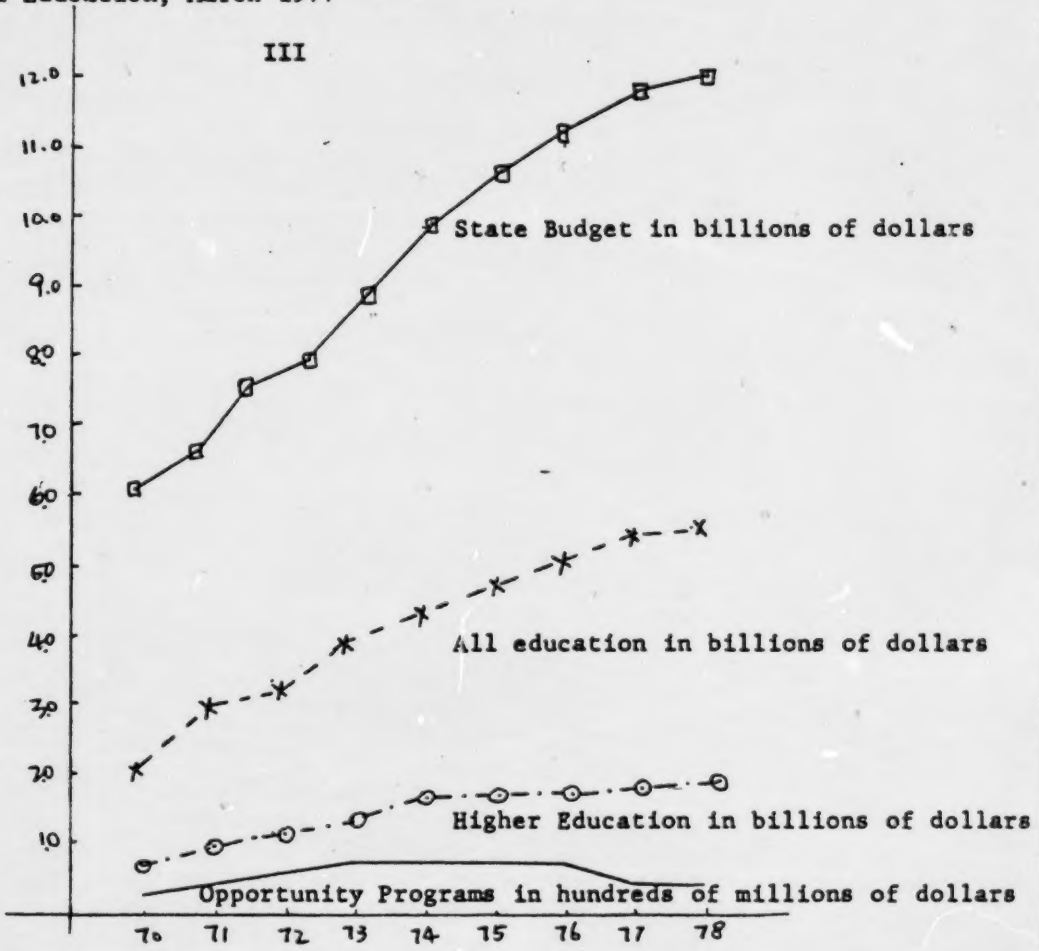
STATE APPROPRIATION FOR POSTSECONDARY OPPORTUNITY PROGRAMS AS A PERCENT OF APPROPRIATION FOR HIGHER EDUCATION, 1969-1978



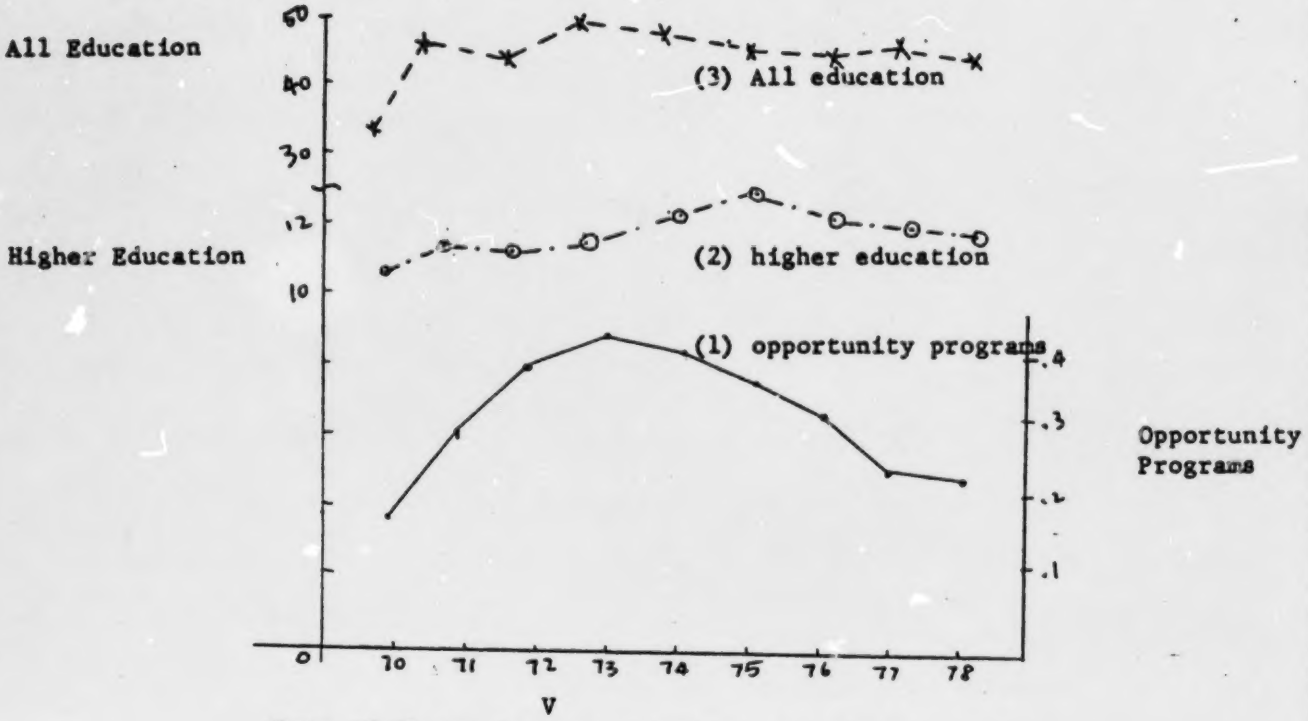
Sources for all graphs.

1. Executive Budget - Table XIX
2. Regents Statewide Plan for Development of Postsecondary Education 1976
3. Executive Budget Recommendations and Legislative Basic Appropriations 1977-78 SFY - April 1, 1977
4. Higher Educational System of New York State - Office of Higher and Professional Education, March 1977

III

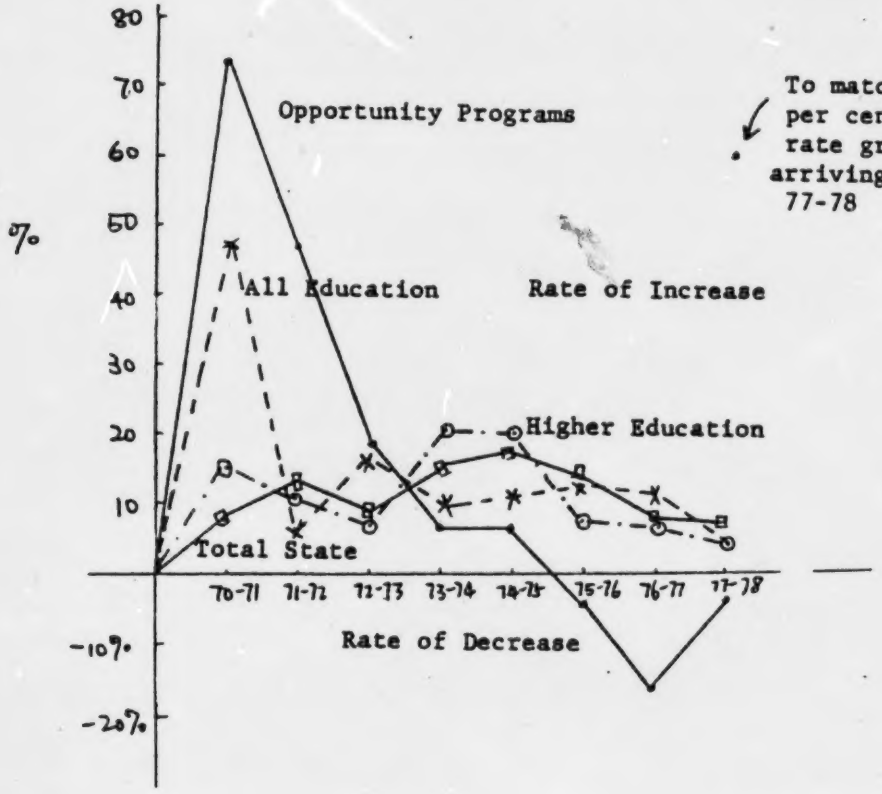


(1) State appropriation for opportunity programs as a per cent of total state budget
(2) State appropriation for higher education as a per cent of total state budget
(3) State appropriation for all education as a per cent of total state budget



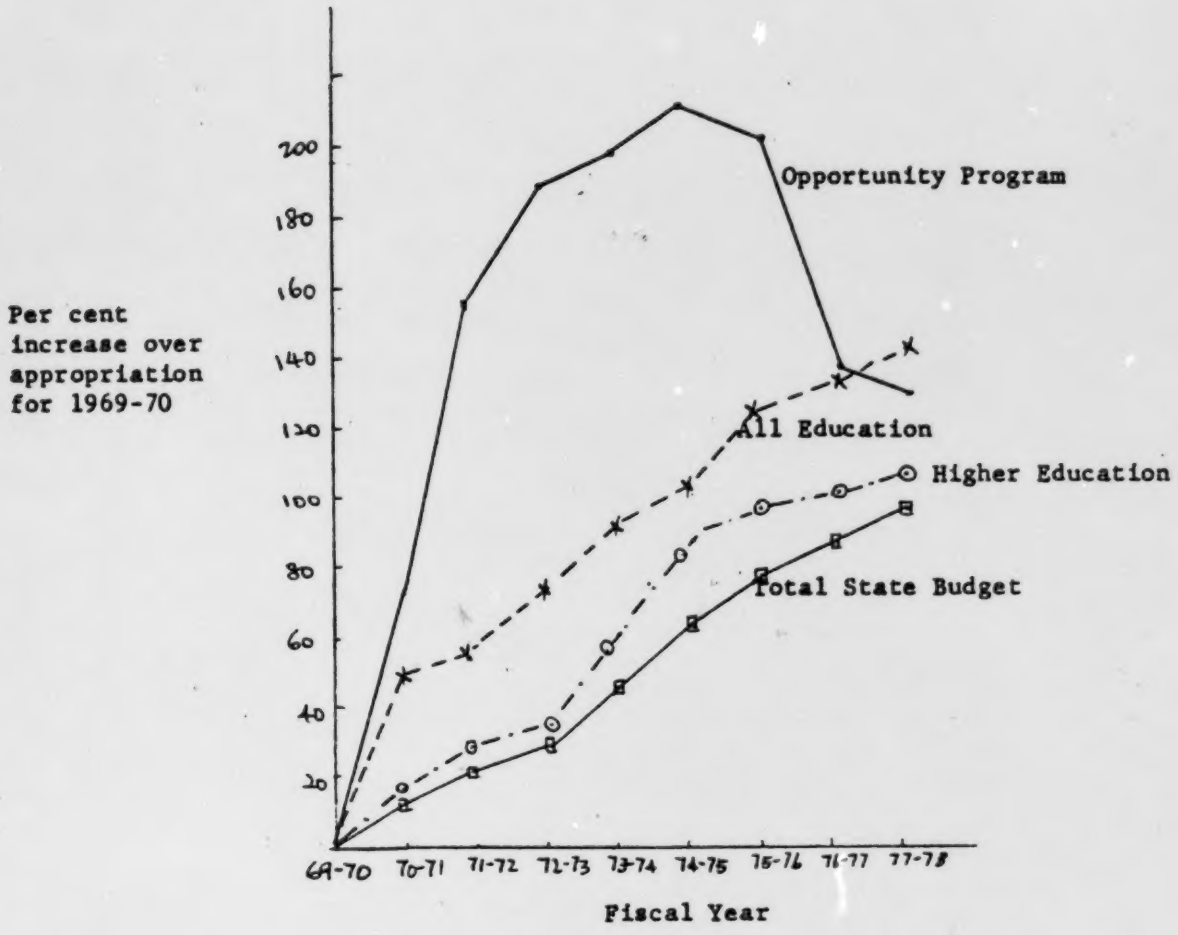
V

Rate of Change in Appropriation from previous year starting 1969-70 To 1977-78



VI

Appropriations for opportunity programs, higher education, all education and total State budget as a per cent of 1969-70 appropriations.



opportunity programs were decreasing from 3.8% of the total higher education budget in 1972 to 2.1% of the same budget in 1977. From a different budget perspective the total budget for higher education has risen 32% since 1972-1973, by 1977 the total budget for opportunity programs has decreased by 18%.[24]

Again, the ideas presented here are not to argue against vouchers or increases in T.A.P. but rather to point out that an expansion of the T.A.P. voucher system could, if allowed, affect the purpose and progress of opportunity programs in the different sectors of higher education in New York State. T.A.P. does have the potential of abolishing the present opportunity programs; it is hypothesized from this that vouchers would have this same potential at the elementary-secondary level. To reiterate: T.A.P. does assist the disadvantaged student financially; this student is assisted academically, however, by various opportunity programs in the private and public sector.[25] Perhaps certain safeguards would insure that the latter is not sacrificed to the former. But, until more definite findings in this area are secured, the following suggestions should be considered.

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[24] Nyquist, p. 25

[25] For limited statistical descriptions of "success" measurements see the following: Counselling, Tutoring, Compensatory Developmental-Remedial Courses and the Success of Higher Education Opportunity Program Students in Metropolitan New York Institutions (1976) George L. Mims, Ed.D., and the Research Committee of the New York City Region, Higher Education Opportunity Program - Professional Organization; The Effectiveness of Post-Secondary Opportunity Programs For The Disadvantaged (1975) Office of Higher and Professional Education, New York State Education Department; An Assessment of the Public Policy Outcomes of the S.E.E.K. Program of the City University of New York (1976), Louis Hoffman Office of Special Programs, City University of New York; and Post-College Experience of Disadvantaged Student: A Follow-Up of H.E.O.P. Graduates and Dropouts (1976) Judith G. Wolf, Ph.D. and the New York State Education Department. Other studies compiled may be obtained from the Office of Higher and Professional Education, New York State Education Department.

First, any state concerned about the relationship between public policies which benefit the disadvantaged and voucher strategies should seek to study this problem through established committees or commissions composed of educators from a wide spectrum - but including educators from opportunity programs. Secondly, educators concerned with the problems outlined here should sponsor workshops organized around the discussions presented here. Only by not adopting a new set of public policies without careful analysis will there be a guarantee that the educational needs of certain groups are not callously disregarded. (Or for that matter, that the history of American education as it regards the disadvantaged is not callously disregarded). These suggestions may be a first step in guaranteeing that all groups are treated equally and equitably under voucher systems.

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